Discussion of possible future rule change requests from the Division of Fish and Wildlife

The Division of Fish and Wildlife initiated a number of rule ideas/topics for public comment earlier this year to start our biennial rule change process. Thousands of comments were received both on-line and by regular mail during the months of January and February. A few ideas proposed by the DNR were dropped, and a couple of ideas received by the public were added to our list as a result of these comments. We are still in the process of drafting rule language and obtaining approval from the Office of Management and Budget, with the exception of the river otter rule package. We hope to go to the Natural Resources Commission in September with rule proposals.

2014 LIST OF TOPICS/RULE IDEAS

WILDLIFE

1. Wild Turkeys:

 Make firearm portion of fall turkey season up North (Dekalb, LaGrange, LaPorte, Marshall, St. Joseph, Starke, and Steuben counties) the same length as Southern counties;

Background: The fall archery/firearms season currently is seven days shorter in northern counties than southern counties. This would make the two consistent. Participation in fall turkey season is relatively low. The number of additional birds taken during the seven extra days (which adds one weekend) would allow additional hunter opportunity without negatively impacting the turkey population.

• Require hunter orange for fall turkey hunting when it coincides with location and dates of special deer antlerless season (Dec. 26 through the first Sunday in January)

Background: This would be consistent with current rules that require fall turkey hunters to wear hunter orange during times that coincide with deer hunters being able to hunt with a firearm.

2. Deer (Urban Deer Zones):

- Rename Urban Deer Zones to Reduction Zones.
- Modify boundaries for these zones.
- Increase bag limit of antlerless deer in these areas.
- Allow the DNR Director to establish these zones on an annual basis by temporary rule.
- Allow firearms in these areas (where authorized by local ordinances).

Background: The purpose is to better focus deer harvest in a targeted manner. Use of firearms and bait in deer reduction zones would give communities greater flexibility to manage deer-related problems and should improve deer-harvest success rates. Adding or removing deer-reduction zones on an annual basis would give DFW more flexibility to address deer density conflicts and to respond to disease threats.

3. Deer (Firearms, tree stands & blinds used on public properties):

- Allow the 28-gauge shotgun to be used during the firearms seasons and the special antlerless season.
- Clarify that handguns currently legal to use during the firearms season are legal even if originally designed and registered as a rifle.
- Allow those who place on tree stands or ground blinds on state and federal properties to identify it with their Indiana DNR-issued Customer ID number or name and address, instead of requiring only their name and address. This ID number is pretty short and would add a degree of privacy to hunters without interfering with law enforcement validation of the users.
 Background: Shotguns of 10, 12, 16, 20, and .410 gauge are already legal for deer hunting. 28 gauge deer slug ammunition is now available and allowing these firearms will provide deer hunters another choice of firearm with which to hunt deer. This would clarify that a rifle that can be changed to be used as a handgun can be used during deer firearms season as long as it meets requirements for legal handguns.

4. Deer (Youth Season):

- Allow a youth hunter to take one antlerless deer in an "A" county (such as Tipton County) during the special youth deer season.
 - **Background:** This would allow youth hunters additional opportunities in those counties and should have little effect on an "A" county's deer population.
- Allow the adult who accompanies a youth hunter to carry a handgun in accordance with state law.

Background: This would comply with state law (Indiana Code 35-47-2), which allows an individual to carry a handgun while hunting lawfully.

5. Wild (Feral) Hogs:

- Clarify that Heritage or Heirloom breed hogs that are possessed, bred, and sold strictly for farming or medicinal purposes are exempt from restrictions on the possession, importation, and sale of wild hogs.
- Prohibit the release of swine, wild or domestic, into the wild.
- Prohibit the use of dogs to chase or take wild hogs by the public; allow only state and federal wildlife management agencies to use dogs
- Prohibit assisting in the release of a wild hog.

Background: Heritage or heirloom breed hogs that are of Eurasian origin meet the Indiana Administrative Code's definition of wild hog. This is not the rule's intent.

The prohibition on using dogs to take wild hogs would prevent wild hogs from being pushed into new areas when being chased by dogs.

6. February Rabbit Season Hunting Hours on designated DNR properties:

• Establish hunting hours for rabbits on designated DNR properties during the month of February (only) from ½ hour before sunrise to ½ hour before sunset

Background: The DFW manages approximately 156,000 acres for wildlife habitat and provides 36,000 upland game hunting efforts annually. Assume that the average upland game hunter can cover 30 acres in one day. That translates to 1.1 million acres of upland game hunting efforts on those 156,000 acres. Given this intense pressure on a limited land area, this would reduce pressures on rabbit populations and their habitat on fish & wildlife areas during late winter, a time that presents the greatest survival challenges for many species.

7. Ring-necked Pheasants:

- Prohibit pheasant hunters in designated pheasant put-and-take areas from harvesting game animals except pheasants on days when pheasants are released and hunted.
- Limit birds to cocks only in put-and-take areas on Pigeon River, Willow Slough, and Winamac fish & wildlife areas.
- Remove Crosley Fish & Wildlife Area from properties that offer put-and-take pheasant hunts.

Background: Restricting Put/Take pheasant hunters from harvesting other animals will protect upland game during a week-long period of intense hunting pressure. In addition, Willow Slough, Winamac, and Pigeon River fish & wildlife areas have resident wild pheasants. Beginning in 2015, only cock pheasants would be released on these FWAs. The harvesting of only cock pheasants would protect hen pheasants and promote a better condition for natural reproduction on these areas. Crosley FWA no longer participates in Put/Take pheasant hunting.

8. **Bobwhite Quail**:

 Change the daily bag limit for quail on Division of Fish and Wildlife administered lands and other designated DNR properties to two in the North Zone and four in the South Zone. **Background:** The DFW manages approximately 156,000 acres for wildlife habitat and provides 36,000 upland game hunting efforts annually. Assume that the average upland game hunter can cover 30 acres in one day. That translates to 1.1 million acres of upland game hunting efforts on those 156,000 acres. By reducing the daily bag limit on DFW-managed lands, protection would be provided to a wildlife population under extreme hunting pressure on a fixed land area as described above. This also would distribute the harvest among FWA hunters so that many hunters harvest a few birds instead of a few hunters harvesting many birds.

9. Ruffed Grouse:

• Suspend the ruffed grouse season statewide.

Background: Ruffed grouse is projected to drop below "viable population levels" within the next couple of years in portions of its existing range in south central Indiana. Annual roadside surveys continue to find little or no presence of ruffed grouse in many stops along control routes. No drumming male ruffed grouse were heard on the 14 roadside survey routes (15 stops/routes) during the 2013 survey period and only one grouse has been heard on these routes in four years. The five-year (2009-2013) mean drumming index for the control routes was less than 0.01 drummers per stop (about 1 drummer heard every 190 stops), which is less than 1 percent of levels recorded during the peak years of 1979-81. For the eighth consecutive year, no drumming activity centers were located on the Maumee Grouse Study Area where population monitoring began in the early 1960s. Advancement of forest succession (maturity) is a major reason for decline of the ruffed grouse. Prospects for a population recovery are dismal and extirpation seems possible unless some intervention occurs

FISHERIES

1. Define "Minnow":

• Species of the minnow family Cyprinidae, except for exotic species identified at 312 IAC 9-6-7 and endangered species, plus Suckers, Brook stickleback, Gizzard shad, Threadfin shad; and alewife. Live gizzard shad, threadfin shad and alewife may only be collected, used, possessed, and disposed of in accordance with 312 IAC 9-6-8. State law changed in 2013 to require a definition in administrative rule; a temporary rule is currently in place, but a permanent rule is needed.

Background: These are common species captured and used as bait.

2. Number of Hooks:

• Allow three hooks to be used on a sport fishing line instead of two. Clarify that umbrella (Alabama) rigs and other similar devices can be used with no more than three hooks that have live bait or three artificial lures, or a combination of both. This is currently authorized by temporary rule and a permanent rule is needed.

Background: These devices are becoming more popular. Modified use of umbrella rigs currently is allowed under temporary rule. These changes clearly allow their use and limit the number of hooks or artificial lures allowed on each device, while also increasing the number of hooks from 2 to 3 on all sport fishing lines..

3. Dogwood Lake (Daviess County) largemouth bass size limit:

• Change the size limit to the statewide 14-inch minimum size limit. (It is 15 now at this lake.)

Background: This would align Dogwood Lake with statewide bass regulations. Dogwood is one of only two lakes where the bass population is managed with a 15-inch minimum size limit. This was originally done to protect 14- to 15-inch bass when the 12-to 15-inch slot limit was successfully lifted in 1998. There is no longer a management need to protect bass in the 14- to 15-inch size range.

4. Kunkel Lake (Wells County) largemouth bass limit:

 Allow only two largemouth bass to be taken per day. They must be at least 18 inches long.

Background: Kunkel Lake is a 25-acre impoundment in Ouabache State Park near Bluffton (Wells County). It was drained in 2013 to remove an undesirable population of small bluegill, black and white crappie, and carp. The fishery had deteriorated in part due to insufficient numbers and sizes of largemouth bass, the lake's primary predator. Failure to maintain predatory control over carp, an abundant population of rusty crayfish, and excessive bluegill and crappie recruitment led to declines in habitat quality (turbid water) and low angler use. The lake is scheduled to be restocked in early 2014 with bluegill, largemouth bass, redear sunfish and channel catfish to restore balance. Unless action is taken to provide a strong measure of long-term protection of largemouth bass from harvest, predatory control will again be lost and the lake likely would revert to its previous condition.

5. Crappie size limit at Dogwood Lake (Daviess County) and Hardy Lake (Scott County):

• Add a 9-inch minimum size requirement to harvest crappie at these two lakes.

Background: Research indicates that a 9-inch minimum length limit on crappie at Hardy and Dogwood lakes should improve crappie fishing and make these standout lakes in Indiana.

6. Commercial fishing on inland waters:

• Prohibit the use of wings or leads on a commercial fishing device within the Wabash River and other inland waters (does not include the Ohio River).

Background: Roe-harvesting commercial fishermen who target shovelnose sturgeon are the only fishermen using wings/leads. Some are not using them for the intended purpose. Wings/leads are typically used on trap-nets in areas with little to no current in order to guide fish into the "trap" portion of the net. Some commercial fishermen on the Wabash are using wings/leads as gill nets to entangle fish. Gill nets are not permitted. Shovelnose sturgeon are extremely susceptible to becoming entangled in these devices. A recent operation by Indiana Conservation Officers found that nearly all shovelnose sturgeon captured by hoop nets with wings/leads were entangled in the wing/lead and not caught in the trap portion of the net. Entanglement gear causes significantly more stress and mortality of captured fish.

7. Muskie size limit on Lake Webster, Backwater Lake, and Kiser Lake in Kosciusko County:

• Change the minimum size limit from 36 inches to 44 inches for muskellunge and tiger muskellunge.

Background: Lake Webster, along with its interconnected waters (known as Backwater Lake and Kiser Lake), is Indiana's broodstock source for capturing adult muskellunge and procuring eggs to support the DNR's statewide muskie stocking program. Although the catch rate of adult muskies captured each spring during egg-taking has not declined, some evidence suggests fewer young muskies are surviving due to a variety of possible factors. Muskie fishing in Indiana depends entirely on stocking. Increasing the minimum size limit to 44 inches could help alleviate the effects of a potential decline in muskie recruitment.

8. Fishing near Williams Dam:

• Establish a restriction on hooks used when fishing near Williams Dam (from the dam to the Huron and Williams Road bridge in Lawrence County) from March 15 through April 20 as follows: Have no more than one (1) single hook per line or artificial lure per line. Single hooks, including those with artificial lures, would not be able to exceed one-half (1/2) inch from point to shank, and double and treble hooks with artificial lures would not be able to exceed three-eighths (3/8) inch from point to shank.

Background: This would protect spawning, endangered lake sturgeon from angler pressure by restricting the hook size to one that lake sturgeon can break free from if hooked. This regulation would only be required for a five-week period in early spring, which is when spawning lake sturgeon are present below Williams Dam.

9. Walleye/Sauger/Saugeye:

• Establish a 16-inch minimum size limit for walleye north of State Road 26 on all public waters (lakes, impoundments, rivers, and Lake Michigan) with the exception of these lakes: Lake George (Steuben County), Bass Lake (Starke County), Simonton Lake (Elkhart County), Wolf Lake (Lake County), and Wall Lake (Steuben County).

Background: Indiana's walleye fishing depends on hatchery stockings. Walleye abundance in northern Indiana has increased over the years with the help of larger (and more expensive) hatchery fingerlings. Anglers stand to get more out of these stockings if the fish are allowed to grow larger before they are taken home. The region of Indiana north of State Road 26 contains all the sites where the larger fingerling walleye are currently being stocked. SR 26 runs in a relatively straight line from Illinois to Ohio, which offers a reasonable dividing line. Exceptions to a 16-inch minimum size limit would include lakes with documented slow growth of walleye or other special regulatory needs. The rest of Indiana's public waters (except the Ohio River) would remain regulated by a 14-inch walleye size limit.

• Eliminate the minimum size limit for saugeye on all waters statewide, except for Huntingburg Lake (Dubois County) and Sullivan Lake (Sullivan County).

Background: Hybrid walleye (saugeye) are a walleye-sauger cross. They are hatchery produced and stocked at two southern Indiana lakes where they perform better than either parent. Like walleye, saugeye are regulated with a 14-inch size limit. While walleye and saugeye are easily distinguished from one another, saugeye (14-inch limit) and sauger (no size limit) look much alike, especially when small. Further, saugeye can be produced in the wild when walleye and sauger naturally crossbreed. Therefore, it is suggested to regulate saugeye like sauger – with no size limit – except at the two lakes where they are being stocked and managed (Sullivan and Huntingburg lakes).

• Add sauger to the aggregate bag limit for walleye and saugeye (does not include the Ohio River)

Background: It would simplify regulations to combine walleye, sauger and saugeye in a six-fish aggregate daily bag limit instead of the current separate bag limits for walleye/saugeye (six) and for sauger (six). No walleye/sauger/saugeye changes are being suggested for the Ohio River.

10. Sunfish:

• Establish a statewide daily bag limit of 25 (in aggregate) for all species of sunfish (Lepomis spp. – which includes bluegill, redear, warmouth, pumpkinseed, green sunfish, and others).

Background: In recent years, technology has greatly increased fish-catching efficiency. Having a sunfish bag limit in place at times when fish are highly vulnerable would help maintain long-term fishing quality.

11. Exotic Fish:

- Require exotic fish that are possessed to either have their head removed, be eviscerated, or have gill arches removed from one side to ensure they are not capable of living (since live possession is not allowed).
- Add the following to the list of species that are illegal to possess: stone moroko, zander, and Wels catfish.

Background: These three species have undergone rigorous screening by the U.S. Fish and Wildlife Service. All show a history of invasiveness throughout the world and a climate match with Indiana. This means they would likely survive in Indiana if allowed to be introduced. The current rule says exotic fish cannot be possessed alive; however, there is no clear enforceable definition that declares a fish dead. Some species, particularly Asian carp, are caught live and moved around while on ice. Iced Asian carp have been known to "come back to life" after being put in the water. The rule would declare a choice of options that could be taken to assure fish like these are not able to survive.

12. Catfish (both sport and commercial fishing):

- Increase the minimum size limit on channel catfish, flathead catfish, and blue catfish from 10 inches to 13 inches on rivers and streams statewide, except on the Ohio River.
- Allow not more than one channel catfish to be taken per day that is 28 inches in total length or longer in lakes and streams statewide (both inland water and Ohio River).
- Allow not more than one flathead and one blue catfish to be taken per day that is 35 inches in total length or longer in lakes and streams statewide (both inland water and Ohio River).

Background: The issue of additional protection for catfish emerged from the Natural Resources Commission's (NRC) Comprehensive Rule Review Project that began in 2009. Numerous citizens proposed more regulatory protection, often citing concerns about potential commercial overharvest of big catfish for sale to pay lake operators. The DFW has concerns about the existing catfish regulations, based on several factors believed to be increasing pressure on Indiana's catfish resources.

A) Increased sport fishing interest in catfish, both for consumptive harvest and for a growing number of catfish catch-and-release tournaments;

- B) Increased commercial harvest above the long-term annual average, including the targeting of the largest catfish available for live sale to pay lakes;
- C) First-hand observations and anecdotal information from fishermen over a period of years that suggest the number and size of catfish appears to be declining, at least in some heavily fished locations;
- D) Unquantified but likely negative impacts on catfish from growing abundance of Asian carp as well as impacts of other exotic invasive species such as zebra mussels:
- E) Periodic water quality issues, most notably from non-point source pollution affecting Indiana's rivers;
- F) Knowledge that current 10-inch minimum size limit does not protect catfish to reproductive size, which is closer to 15 inches;
- G) Research findings that document catfish are more heavily exploited in the commercially fished zones of the Wabash River.

13. Tagging of trot lines and other fishing gear left unattended, as well as ice fishing shelters:

• Allow anglers to place their Indiana DNR issued Customer ID number <u>or</u> the name and address of the user on trot lines, limb lines, freefloat lines, and tip-ups, as well as ice fishing shelters. This ID number is pretty short and would add a degree of privacy to anglers without interfering with law enforcement validation of the users.

REPTILES AND AMPHIBIANS

1. Game Turtles (Eastern snapping turtle, spiny softshell turtle, and smooth softshell turtle):

- Establish a season (July-March).
- Change the daily bag limit to four (4) per species (possession limit of 8 per species).
- Restrict the size of snapping and softshell turtles that can be taken to only those over 12 inches. Carapace length = straight-line measure along top surface of carapace (top shell) that runs from central point on the front edge of carapace, directly behind the turtle's neck, to a central point on the hind edge of the carapace, directly above the turtle's tail

Background: Turtle populations are under pressure worldwide, with 41 percent of recognized species currently threatened with extinction and at least eight species extirpated, according to the International Union of Conservation Nature and Natural Resources Red List. Habitat destruction and capture for the pet and food trades remain the top reasons for this continuing decline. Mounting evidence indicates long-lived organisms like turtles cannot sustain continuous harvest of reproductive females without population declines. Given these factors, the current season, bag limit and possession limit for Eastern snapping turtles and softshell turtles in Indiana are believed to be unsustainable.

2. Game Frogs (Bullfrogs and Green frogs):

 Allow the use of an air rifle to take game frogs, with a definition of legal air rifles that could be used.

Background: Air rifles are becoming more common and can be an efficient means of taking game frogs. A .22 loaded with bird shot is already legal to use to take these species.

PERMITS

1. Wild Animal Rehabilitation Permit:

- Remove continuing education requirement for those who have had a permit for 10 years or more.
- Remove limits on number of animals that can be released each year.
- Make other technical changes.

Background: After the Indiana wildlife rehabilitator's organization disbanded in 2012, the options to meet this requirement narrowed. Remaining options are to attend a DNR-hosted course, take an online course, travel to a national meeting, or be part of a non-profit organization/center that trains its own staff. Some of these options are expensive and/or time consuming. Rehabilitators provide their service at no charge, and the DFW does not believe the current requirement is necessary for the survival of the wild animal population. Wild animal rehabilitators provide a public service and answer many phone calls, pick up injured and orphaned wild animals, and educate the public about wild animals.

The limit on the number of animals that can be released should be eliminated because wild animal rehabilitators should not be used to control population. With a limited number of wildlife rehabilitators and increasing suburban development, licensed wildlife rehabilitators should not be limited in regard to the number of wild animals they can accept and care for.

2. Game Breeder License:

- Modify rule language to match identification and disease testing requirements already established in Indiana Administrative Code (345 IAC 2-7) under the Board of Animal Health.
- Allow the fence height to be less than 8 feet tall for exotic species of cervidae such as fallow deer that are not known to be able to jump over fences. This would match rule language in 345 IAC 2-7-3.
- Allow pheasants and quail and their eggs to be imported with either a certificate of veterinary inspection or National Poultry Improvement Plan certificate. This is consistent with BOAH's rule in 345 IAC 1-3-25.

Background: The current rule requires an 8-foot-tall fence for all species of cervidae; however, some species of exotic cervidae do not need 8-foot-tall fences to stay confined. BOAH already allows fences less than 8 foot high for these species as long as the fence still contains the animals (properly maintained, etc.).

The requirements for tagging of cervidae, enrolling in BOAH's program, and complying with their disease-testing requirements was intended to allow DNR to help enforce those provisions in 345 IAC 2-7. However, BOAH allows species of deer that are not susceptible to CWD to be exempt from these requirements. These inconsistencies are creating additional complications and confusion.

The change for the NPIP certificate for the importation of pheasants and quail would match BOAH's importation requirements for poultry, which include these game birds. The requirement for a certificate of veterinary inspection creates an additional burden and cost to those who purchase birds from out-of-state, and the NPIP certificate demonstrates that the breeder is compliant with federal disease-testing requirements.

3. Reptile captive breeding license:

• Add a requirement that the applicant be an Indiana resident and remove the requirement that a veterinarian examine the snake(s) within 14 days of acquisition.

Background: The DNR would be unable to examine the records and snakes as required in this rule if the person did not reside in Indiana. Also, there is not a need for the snakes to be examined by a veterinarian. Breeders don't have to submit the record of taking the snake to a veterinarian to the DNR. They only have to have the information on a departmental form. There is also no inspection requirement for the original license.

4. Trapper Education Permit:

• Create a permit (free) that authorizes the trapping of furbearing mammals outside the season for a trapper education class approved by the DNR.

Background: DNR-sponsored trapper education classes can be more beneficial when students are allowed to actually set traps and learn how to release animals from those traps. In order to increase participation and provide education before the start of the trapping season, classes need to be conducted at a time other than during trapping season. This new permit would meet that need when a class is held outside regulated trapping seasons.

5. Commercial Deer Processors:

• Require proper disposal of deer carcasses such as incineration, taken to a landfill, or taken to a rendering facility.

Background: The DNR has received complaints regarding the disposal practices of deer processors. Many are not regulated or inspected by the health department or other agencyand have no requirements for how they dispose of deer carcasses they handle. Additionally, BOAH's rule in 345 IAC 1-3-31 allows people to move carcasses or parts of carcasses, including heads, spinal cord and small intestine of cervidae taken in other states, to commercial deer processors that are registered by DNR. However, DNR currently has no requirements on proper disposal of those parts; only record-keeping requirements relative to deer that are taken in to process. This can cause problems if a disease such as CWD or bovine TB would show up in Indiana's wild deer herd.

6. Nuisance Wild Animal Control Permit:

• Reduce the number of hours of continuing education to no more than 18 in a four year period of time

7. Fish Importation Permit:

• Delete paddlefish from the list of 33 species under 312 IAC 9-10-15 that can be imported without a permit or produced and sold live under a fish hauler's and supplier's permit. Paddlefish are now entering the live fish market including fish for stocking private waters. Concerns regarding genetic contamination of wild stocks and loopholes related to movement of paddlefish and roe are the basis for the proposal. Requests for selling live paddlefish would be addressed through the aquaculture permit.

8. **Dog Training Ground Permit:**

• Due to legislation that takes effect on July 1, rabbits should be added as another species that can be taken under this permit. This would only allow the chasing of rabbits and not the killing of them.

MISCELLANEOUS

- 1. Raccoons, skunks, opossums, beavers, muskrats, red foxes, gray foxes, mink, long-tailed weasels, gray squirrels and fox squirrels:
 - Allow resident landowners and tenants to designate another person (such as a relative, friend, neighbor, or employee) in writing to take these animals for them outside the season and without a permit as long as there is no compensation of any kind.

Background: This would allow landowners and tenants to have others (i.e., friends, neighbors, relatives) assist in the removal of the animal and not require the person to have a permit when doing so without compensation. Thousands of wild animals are a nuisance each year. They need to be dealt with as quickly as possible without delays from having to get a permit.

Allow these animals to be taken without a permit if the animal is causing or threatening
to cause damage to property or posing health or safety threat to persons or domestic
animals.

Background: Taking the wild animal while it is damaging property is difficult. Some animals need to be removed for health or safety reasons. This language is also consistent with the administrative code in 312 IAC 9-10-4 that allows wild animals to be taken with a nuisance wild animal control permit.

Make other clarifications to define landowner and legal methods.
 Background: This would define landowners to include businesses and requires legal methods (including legal foothold traps and snares) to be used when taking these animals.

2. Allow coyotes to be taken year-round without written permission of the landowner

• Coyotes can be taken during the hunting and trapping season (October 15-March 15) or year-round on private land with written permission of the landowner. Removing the requirement for written permission would make it easier for individuals to remove nuisance coyotes at anytime. Permission of the landowner or tenant would still be required, but it would not have to be in writing.

3. Hunter Education Requirements:

• Remove the requirement that a license retailer note the date the hunter education program was successfully completed (just note the certification number).

Background: The DNR's automated licensing system does not require a license agent to note the date the program was taken. The date is not important in determining whether the person met the requirements for hunter education before obtaining a hunting license.